
The Commission On Maine's Future

Interim Report

April 1, 1988

The Commission On Maine's Future

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THE COMMISSION ON MAINE'S FUTURE
INTERIM REPORT TO THE LEGISLATURE AND GOVERNOR JOHN MCKERNAN
APRIL 1, 1988

Maine's future will be a product of today's choices. Effectively shaping Maine's future, however, will require that Maine people and her institutions consciously define a common, collective vision for their state. The task of the Commission on Maine's Future is to help Maine's citizens to create that vision and develop strategies to achieve it.

HISTORY OF THE COMMISSION

The Commission on Maine's Future was established by the 113th Maine Legislature in 1987 to "recommend a desirable and feasible description of the state's future, including an integrated and progressive plan for reaching the goals contained in that description." The Commission is presently staffed with one full time employee of the State Planning Office and to date has received an appropriation of \$41,600 to fund Commission activities.

The Commission's 40 members were appointed by the Governor (20), by the President of the Senate (10), and by the Speaker of the House (10). Members have diverse professional and personal backgrounds and come from all regions of the State.

The legislation creating the Commission requires that a progress report on Commission activities be submitted to the Governor and the Joint Standing Committee on State and Local Government by April 1, 1988 and a formal final report be submitted by January 1, 1989.

Commission members' terms extend until July 1, 1989 to enable the Commission to advise the Governor and Legislature with respect to final recommendations and to assist with the implementation of those recommendations.

PROGRESS REPORT ON COMMISSION ACTIVITIES

To date, the Commission on Maine's Future has held four monthly meetings to begin to (1) educate members as to current economic, social and demographic characteristics of Maine, (2) identify major economic, social and demographic trends in Maine, (3) identify and assess existing planning mechanisms on local, regional, and state levels, and (4) define a commission "plan of action" for meeting its legislative mandate. For a more detailed summary of Commission activities to date, please see report Appendices A and B (meeting agendas and minutes).

Major Trends Affecting Maine's Future

The Commission's preliminary research has indicated several demographic, social and economic trends which appear likely to have a significant impact on the State's future. Understanding the implications of these trends and developing a strategy to prepare for these and other changes is essential to shaping Maine's future. Throughout the coming year, we will identify additional trends in areas such as education, natural resources, energy, and government and seek public comment as to the questions they raise or opportunities they present. (See Appendix C, "Maine at a Glance," for basic State background information.)

It is not the Commission's intention to provide within this report a detailed analysis of critical issues and trends facing Maine in the 21st century. Nor will we detail at this

time the far-reaching implications of these trends on major aspects of Maine life over the next 25-30 years. Rather, we wish to highlight certain trends as we engage the State's citizens in developing a long-term vision for Maine's future. Through this process the Commission hopes to develop a framework by which Maine people indicate public policy priorities as well as assist in assessing the impact of present day decisions on Maine's future. Our final report to the Governor and Legislature on January 1, 1989 will incorporate comprehensive discussions of these and other important issues identified in the "visioning" process.

Population and Social Trends in Maine

- o By the year 2020, 20% of our population or 1 in 5 Mainers will be 65 years of age or older due to advances in medical technology, increasing life expectancy, declining birth rates and the aging of the "baby boom" generation.

In fact, by the end of this century workers 45 to 64 years old and retirees will be our State's fastest growing age groups. An aging population carries significant economic, health and social service implications.

- o The number of Maine households is growing more than 2 1/2 times faster than the State's population. This is because the average size (number of occupants per dwelling) is declining. Contributing to this decline in household size are the following factors:
 - an aging population. This results in more one and two person households.
 - the increased rate of divorce or family breakup. When such a breakup occurs,

it often takes two dwelling units to house the same number of persons who previously occupied one unit.

- the increase in the number of young persons coming of house-buying age and the increase in young persons who are postponing marriage or choosing to live alone rather than marry or cohabitate. This too increases the demand for dwelling units.

Add to this the fact that Mainers continue to migrate from the more urban to rural areas and cumulatively, these factors have significant land use, housing, energy, transportation and environmental implications.

o Maine family structures are changing significantly:

- average age at marriage is increasing and actual marriage rates are declining.
- at current rates two-thirds of all first marriages will end in divorce or separation within 30 years.
- half of all future children will live in single parent families.
- poverty rates could increase as single parent households headed by single women increase.

These and other projected changes in Maine's population and social structure pose many questions. For instance, what profound effects will these trends have on our

education system, labor force participation, needs for social services, housing, health care and consumer demand? (See Appendix D for additional demographic material.)

Economic Trends in Maine

Maine economists predict generally positive prospects for Maine's economy but the state's recent strong economic performance presents a new set of challenges.

Historically, Maine has focused its attention on catching up with the rest of the country.

Today and in the future, Maine must find ways of holding on to what we have gained and, at the same time, preserving that which we value.

- o Advances in communications and transportation are bringing us into the age of the global economy, changing the very nature of how we do business. For instance, the Maine economy is changing from a traditional commodity-producing economy to a service and information-based economy.
- o By 1990, one half of Maine's labor force will be working with computers or computerized machinery. Only innovative, highly competitive companies that can adapt to change will survive in the decades ahead.
- o More than 90% of Maine's labor force in the year 1995 is already in the workforce today and yet 50% of their jobs will be phased out or restructured. Future Mainers will likely make as many as 5 job transitions in their lifetime as industries respond to rapid change. Efforts to retrain these workers will have a significant impact on the scope and focus of education in Maine.
- o Seventy five percent of all new jobs will require some form of post-secondary

education or training, and yet one in five Mainers are high school dropouts.

- o The restructuring of our economy could make for a two class society where, on the one hand, skilled high tech employees are well paid and get substantial fringe benefits, and on the other hand, many unskilled service workers are poorly paid and lack job security.
- o With the aging of Maine's population, fewer young entry-level workers will enter the workforce. To fill the labor gap predicted for the 1990s, industry will seek to recruit and train increasing numbers of women, disabled Mainers, welfare recipients and other nontraditional sources of labor.
- o With pressures to reduce the federal deficit, federal support to state and local governments is declining across the board. State and local governments will have to become increasingly self-reliant in terms of revenue generation and program development. It is likely they will assume greater responsibility for road maintenance, education, health care, income assistance, etc.
- o Rapid, unplanned growth and Maine's ongoing land boom are raising a wide variety of social, economic and environmental issues. They include affordable housing, recreational access, increased traffic congestion and degradation of critical resource areas.

These economic and demographic trends raise critical questions about the impact of present day decisions on our state's resources -- financial, natural and human. While no one can accurately predict the future, we can set in motion strategies that will ensure that Maine enters the 21st century a strong and vital state. Maine people have a rare

opportunity to consciously develop these strategies based on their collective vision. The Commission on Maine's Future has been created to provide the tools necessary to facilitate that visioning process and to help develop a strategy for Maine decision leaders that accurately reflects the goals, priorities and expectations of Maine's people. (Please see Appendix E for additional trend material and Appendix F for "Preparing Maine for the 21st Century.")

A FUTURES AGENDA FOR MAINE

The bulk of the Commission's work during the next eight months will be to draw upon the resources of Maine's citizens to answer several questions that we believe to be fundamental to the development of a long-term strategic plan for Maine:

- o What is the collective vision of Maine people for their State?
- o What trends or events enhance or threaten this vision?
- o What is our individual and collective capacity to anticipate, effect or manage these events or trends?
- o How might we enhance our capacity to manage change and shape the future?

The Commission is seeking answers to these questions through independent research and through a series of public participation mechanisms including:

- o extensive public hearings throughout the State.

- o formal public opinion research techniques.
- o other public input vehicles developed by the Commission's Public Research Subcommittee including questionnaires, issues forums, and essay competitions.

In short, it is the Commission's intention to develop an open, collaborative process, one which allows Maine people to articulate their collective vision for Maine, define the critical issues affecting this vision and recommend solutions and strategies for making the vision reality.

We believe that, by maximizing public participation and consensus building, the Commission can articulate a strategy for Maine's future which reflects the values, priorities and expectations of our citizens. In addition, the process itself will provide an opportunity for the public and its appointed and elected representatives alike to become educated on the critical issues affecting the State. It will create a forum for articulating diverse views and identifying public policy priorities. And finally, we hope to develop support among common "stakeholders" so as to assure timely and effective implementation of the Commission's recommendations.

TAKING THE LONG VIEW

Maine currently has hundreds of municipal planning boards, ten regional planning commissions and numerous legislative or gubernatorial appointed commissions or task forces currently involved in issue-specific public policy planning. A State futures project such as that undertaken by the Commission can be distinguished from these and other traditional state planning programs in that we have been directed by the Legislature to

take the long view and to aggressively involve Maine citizens, individually and collectively, in setting future goals and making policy recommendations.

It is our intention to build upon the work underway by both government and community-based entities such as the Economic Development Strategy Task Force, Western Mountains Alliance, Vision 2000, York 2000, the Maine Aspirations Compact, and the Natural Resources Council of Maine. Our intention is not, however, to duplicate these efforts but rather to include them in our analysis of the State's capacity to think and act with foresight and to assess how these and other planning entities can most effectively serve as resources for Maine's future.

In short, the work of this Commission is not to solve today's problems but to anticipate, prevent or minimize the problems of tomorrow. To the extent we do not act to control events, events will control us. By learning to think and act with foresight, we will seize Maine's opportunity to create a future quality of life which her people choose rather than inherit.

We respectfully submit this interim report as a brief summary of our progress to date and an initial review of the open, collaborative process we are initiating to most effectively fulfill our legislative mandate.

APPENDIX A
MEETING AGENDAS

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Commission on Maine's Future

November 30, 1987

Augusta Civic Center
Augusta, Maine

AGENDA

- 9:30 Coffee.
- 10:00 Introduction and Welcome. Governor John R. McKernan and Senate President Charles Pray.
- 11:00 The First Commission on Maine's Future. Richard Silkman, Director of the State Planning Office and Arthur Johnson, former President of the University of Maine at Orono and first Commission on Maine's Future member. Discussion.
- 12:00 Lunch. And slide show "Maine 2000: Can we Get There From Here?"
- 1:00 Maine Today: A Snapshot. State Economist Charles Colgan.
- 1:30 Futures Planning. Walter Hahn, former Futurist in Residence at George Washington University and free lance futures writer. Discussion.
- 2:30 The Role of Today's Commission. Discussion.
- 4:00 Adjournment.

Commission on Maine's Future

January 15, 1988

Central Maine Power Company Auditorium
Edison Drive, Augusta

AGENDA

- 9:00 Coffee.
- 9:30 The Governor's Economic Development Strategy Task Force. Roger Mallar, Task Force Chairman, Henry Bourgeois, Director of the Maine Development Foundation, and Peggy Henderson, Associate Commissioner of the Department of Community and Economic Development, will discuss: how the task force operated, what the task force learned, what the task force recommended and which recommendation's the Governor will pursue.
- 11:30 Working Session. The commission will break into four groups. Each group will "brainstorm" the question of public participation.
- 12:30 Lunch.
- 1:00 Commission Discussion. The commission will discuss the results of the working session.
- 1:30 Maine's Economic Future. Steve Adams, Senior Economist with the State Planning Office (SPO), will discuss the SPO's economic model and the SPO's outlook on the future of the Maine economy.
- 2:00 Maine Population Trends. Richard Sherwood, Demographer with the State Planning Office, will discuss Maine population trends and their impact on the future.
- 2:30 Working Session. The commission will break into four groups. Each group will "brainstorm" the global, national, regional and local trends/changes that will impact Maine.
- 3:30 Commission Discussion. The commission will discuss the results of the working session.
- 4:30 Other.
- 5:00 Adjournment.

Commission on Maine's Future

February 17, 1988

Central Maine Power Company Auditorium
Edison Drive, Augusta

AGENDA

- 9:00 Coffee.
- 9:30 Futures Panel. Richard Barringer, Visiting Professor at the University of Maine Orono, John Daigle, Chairman of the Casco Northern Bank and Robert Kautz, Superintendent of the Wells/Ogunquit School Department will discuss their respective work with the Western Mountains, Visions 2000, and York County futures groups.
- 11:30 Working Session. The commission will begin to discuss the implications of the various issues (education, aging population, development, etc.) identified at our last meeting and will begin to compile a list of the agencies, organizations and individuals with an expertise relating to these issues.
- 12:30 Lunch.
- 1:00 Commission Discussion. Report on working session.
- 1:30 Planning Panel. Madge Baker, Executive Director of the Southern Maine Regional Planning Commission, Lanier Greer, Executive Director of the Washington County Regional Planning Commission, Donald Meagher, Director of the Penobscot Valley Council of Governments and Richard Silkman, Director of the State Planning Office will discuss their respective planning work.
- 3:30 Commission Discussion. Where is the commission and where is the commission heading? See inclosed memo. Discussion of project outline, tentative agenda and subcommittee assignments.
- 4:30 Other.
- 5:00 Adjournment.

Commission on Maine's Future

March 30, 1988

Central Maine Power Company Auditorium
Edison Drive, Augusta

AGENDA

- 9:00 Coffee.
- 9:30 Commission Discussion. Review of Commission activities to date.
- 10:30 Working Session. Program Development and Public Participation Subcommittees to develop a work plan for the next eight months.
- 12:30 Lunch.
- 1:30 Commission Discussion. Interim report and budget request.
- 2:30 Subcommittee Reports. Subcommittees to report on morning work sessions.
- 4:00 Commission Discussion. Organizational and futures tools.
- 4:30 Adjournment.

APPENDIX B
MEETING MINUTES

Commission on Maine's Future
First Meeting Summary
11/30/87

Formal Meeting Highlights

Annette Anderson, Chairperson, welcomed Commission members. Formal presentations were made by Governor John McKernan, Senate President Charles Pray, State Planning Office Director Richard Silkman, former UMO President (and first Commission on Maine's Future member) Dr. Arthur Johnson, Maine State Economist Charles Colgan and Futurist Walter Hahn.

Annette Anderson began the day with the Commission's legislative mandate: "It shall be the responsibility of the Commission to recommend a desirable and feasible description of the State's future, including an integrated and progressive plan for reaching the goals contained in that description."

Governor McKernan urged the Commission members to build upon the work done by his Economic Development Task Force. The Governor hopes Maine will come to be known as the "Opportunity State." The Governor also noted that the State is at a crossroads, change is taking place faster than we would like and Maine ought not be driven by external forces.

Senate President Pray attributed the Administrative Procedures Act, the Finance Authority of Maine and the Maine Housing Authority to the first Commission on Maine's future. The Senate President urged Commission members to look beyond economic development, to education, the environment and other societal issues and to "look at these issues for their own sake." Senator Pray concluded by noting that he and his staff stand ready to assist the Commission.

Richard Silkman, Director of the State Planning Office, warned Commission members that long range planning is very difficult. Specifically, Director Silkman noted that, while the last Commission report should serve as a valuable tool, the last Commission did not anticipate or forecast the dramatic growth of Maine's service economy, the dramatic increase in Maine land speculation or the dramatic change in Maine's labor force. Globalization and the accelerating pace of technological change are likely to further complicate the Commission's task. Silkman concluded by saying that it isn't anticipating change but, rather, anticipating the compounding effects of change that makes long range planning difficult.

Drawing on his experience with the first Commission on Maine's Future, Dr. Authur Johnson noted that: 1) there must be harmony amongst Commission members, leadership and staff; 2) Commission members must rise above their immediate concerns; 3) there is an important difference between an interested and an involved or committed Commission member; 4) the second Commission ought to focus on a few key topics and not try to cover the 12 topics covered by the first commission; 5) if Commission recommendations are to be implemented, constituencies must be built, and 6) the Commission shouldn't look too far into the future.

State Economist Charlie Colgan provided Commission members with economic and demographic data that contrasted the Maine of 1976 with the Maine of 1986. Particularly noteworthy were the following facts: 1) Maine's total population has risen by 8% but, because the average Maine household size has declined from 2.96 people to 2.58 people, the total number of Maine households has risen by 23%; 2) Maine's population, like the nation's population, is growing older and 3) Total Maine employment is up 25% to 618,948 with approximately 97% of this growth having come from the creation of nonmanufacturing or service jobs. Mr. Colgan summed up his presentation by emphasizing that economically, the Maine of today is far more diverse and robust than the Maine of 1976, but Maine's success may put what has traditionally been one of Maine's competitive advantages - lower wages/lower costs - at risk.

Futurist Walter Hahn began his talk by saying that in the year 2000 the world's population would be 6.5 billion, up 30% from today's population of 5 billion. Dr. Hahn went on to add that: 1) the further out one looks, the more time one has to affect change; 2) "surprises" must be expected and provided or planned for and 3) there are a number of alternative approaches to futures work (trend extrapolation, systemic analysis, goal setting, etc.). Noting past progress or change that had been predicted as impossible, Dr. Hahn urged Commission members to think "outrageous" thoughts.

Discussion Highlights

Questions that arose during the informal discussion included: Is the Commission to update the last Commission's report or plow new ground?; Is the Commission predicting the future or suggesting tools by which the future can be managed?; How far into the future should the Commission look? Suggestions included: 1) the Commission does not want to duplicate work that has already been done and therefore, the Commission's first priority should be to establish a bibliography of existing state plans, projections, studies and data sources; 2) initially, most of the Commission's time will be spent educating itself as to Maine's present condition; and 3) there are alternative ways of defining the

future. (The future can be defined by way of time frames, issues and goals).

Next Steps

Next steps include reviewing the Governor's Economic Development Task Force report, preparing the bibliography noted above and better defining the Commission's task.

The Commission on Maine's Future
Second Meeting Summary
1/15/88

Summary of Presentations

The first topic of discussion was the Economic Development Strategy Task Force. Speaking to the Commission were: Roger Mallar, Task Force Chairman; Nate Bowditch, Steering Committee Member and Commissioner of the Department of Community and Economic Development as well as Henry Bourgeois President of the Maine Development Foundation (MDF) and Laurie Winsor, Executive Vice President with MDF. (The Maine Development Foundation served as staff to the Task Force).

Henry Bourgeois began the discussion by noting that the Task Force was pleased with report quality. Specifically they were pleased that the report was: 1) relatively inexpensive (\$200,000), 2) completed within 7 months, 3) the result of a participatory process and 4), "implementable." Henry attributed the Task Force's success to hard work, participation by numerous Maine agencies and organizations and a "great chair and dynamic staff."

Laurie Winsor indicated that central to the Task Force's report were two questions: 1) What are Maine's Economic Opportunities? and 2) What is the State's capacity to promote economic development? These two questions led to four themes (people, infrastructure, entrepreneurial environment and natural resources) and - ultimately - 23 specific recommendations. Also noted was that - by definition - a strategy is global but not comprehensive. Said another way, the purpose of a strategy is to determine priorities. If a strategy covered every issue it wouldn't be a strategy; it would be a compendium of ideas. Laurie went on to add that a very important part of the process was the Task Force's Blaine House Conference. At this conference 400 people had the opportunity to comment on the Task Force's working papers before the Task Force drafted its final report.

Roger Mallar shared a few observations and some advice with the Commission. 1) Public participation is extremely important. 2) Public meetings indicated that improving Maine's educational system and infrastructure are two issues of concern to all Maine people. 3) Maine's educational system does not appear to be keeping pace with our rapidly changing world. "Our educational problems aren't over; they are just beginning." 4) Before proceeding too far, the Commission ought to decide - in a very general sense - what it hopes to conclude and how specific it wants to be. 5) Take the long view; don't get consumed by today's issues. And 6), take the time necessary to do the job well.

Nate Bowditch informed the Commission that Governor McKernan hopes to implement all of the Task Force's recommendations. Nate then went on to offer a few thoughts with respect to the Commission's task. 1) The Commission ought to think long and hard about how its recommendations are to be implemented. 2) Ideally the Commission will put processes in place that will help Maine manage the future. 3) Get speakers who have no "blindness" or who are "mind blowers." 4) The most important determinant of any state's competitive advantage is likely to be education. 5) We live in an international world and Maine must begin to think internationally. And 6), Maine has great regional differences and there ought to be support systems developed to deal with these regional differences and regional economies.

Following these formal presentations was a question and answer period. Several interesting points were made. 1) The Task Force didn't have the opportunity to assess future infrastructure needs but these needs are likely to be substantial and substantial at a time when significant federal assistance is unlikely. 2) Change is an increasing part of our lives and yet Maine people - traditionalists by nature - may have a difficult time coping with this change. And 3), there is a significant discrepancy between the knowledge and skills that exist today and the knowledge and skills we will need in the year 2000.

During the Commission's afternoon session, Steve Adams, Senior Economist with the State Planning Office (SPO), and Dick Sherwood, Demographer with the SPO, made presentations regarding the SPO's economic model, Maine's economic future and Maine population trends.

Steve explained that there are two types of economic models; there are prediction models and there are explanation models. The State Planning Office's model is an explanation model. The model helps policymakers understand the dynamics or workings of the Maine economy. One of the model's strengths is that it gives policymakers insight as to the ramifications of policy decisions. The model's weakness is that - like all models - this model is a simplification of reality. Specifically this model is cost driven; it compares Maine costs to projected national costs and thus there are issues beyond cost that aren't accounted for in the model's simpler world. Steve also noted that economic relationships change over time and this affects the accuracy of long-range simulations. Regarding the State Planning Office's near-term economic outlook, it's positive. See enclosed report. Longer-term, Steve noted that an increasingly global and increasingly competitive world will require more Maine know-how and more Maine flexibility.

Dick Sherwood emphasized that population trends can be attributed to four simple events. 1) People are born. 2) They mature. 3)

They move about. And 4), they die. In sum, population trends are both a reflection of the past and an indication of the future. After first noting seven events or trends that help to explain the nation's present and projected population characteristics, Dick went on to talk about how these trends have affected Maine. For example, 90% of the recent growth in Maine housing units can be attributed to Maine's internal population dynamics. 1) The baby boom is coming of house buying age. 2) There has been an increase in the divorce rate. 3) The population is aging and thus, there is an increase in the number of widows and widowers. 4) People are deciding to live alone. Etc. These factors have helped to reduce the average household size from about 3 in 1976 to about 2.6 in 1986 and it is these factors that are responsible for most of Maine's housing boom. With respect to the future, Dick wonders: 1) whether the nation's and Maine's fertility rates will remain low and 2) whether Maine immigration will remain at its historic rate of 1,000 to 3,000 per year or whether the preliminary estimate that immigration was 9,000 in 1987 is an indication of things to come.

Work Session Summary

For the morning work session the Commission was divided into four groups. Each group was asked to respond to five public participation questions. Group responses are listed below.

1) Does the Commission want public input?

- A unanimous yes!

2) Why?

- To educate the Commission.
- To fill the "gaps" in Commission membership.
- To promote public debate and increase knowledge of the state.
- To provide legitimacy to the Commission's report.
- To get a sense of people's values.
- To broaden the Commission's thinking (exposure to possible solutions, new ideas, concepts, ways of thinking, etc.)
- To enhance the Commission's credibility.
- To gauge people's satisfactions/dissatisfactions.
- To learn from others' efforts.
- To keep the Commission from reinventing the wheel.
- To give the public a sense of ownership in the report.
- To inform the public.
- To keep or take the "blindness" off of the Commission.
- To give the Commission a sense of Maine's demographic and regional diversity.
- To expose the Commission to forward or futuristic

- thinking.
- To provide the public with an opportunity to discuss policy trade-offs.
- To provide the Commission the opportunity to determine points of policy leverage.
- To insure that the Commission's work lives on.
- To help build consensus and support for the report.
- To educate the media as they in turn will influence public opinion.
- Because it's the democratic way.
- Because the legislation establishing the Commission requires it.

3) What specifically does the Commission want to know from the public?

- What the next generation thinks about its future.
- What the older generation has learned from experience.
- Public values.
- Attitudes towards change.
- Ability to deal with change.
- Historic perspective. (What people don't want to change).
- How people feel about educational opportunities, the environment, their jobs, etc.
- Information from the experts.
- A sense of the public's aspirations, hopes, fears, concerns, wants, expectations, etc.
- If the public is organized correctly.
- What's the public's preferred vision or what kind of Maine do people want for their children.
- What sacrifices or trade-offs is the public willing to make.
- Where does the public expect to be working in the year 2000. (The public's aspirations and foresight).
- What does the public think about the Commission's thoughts and work.
- If the Commission is proceeding correctly and addressing the right issues.
- What the Commission has missed.

4) What are the most effective methods of public participation?

- Piggyback other futures groups.
- Hearings. (Hearings to get response to the Commission's definition of it's task and hearings to get response to preliminary conclusions).
- Essays.
- Polling.
- Focus groups.
- Coffees.
- Questionnaires.

- Survey state/regional/town leaders and officials.
- Expert testimony.
- Town meetings.
- Issue meetings.
- Regional meetings.
- Use of the media. (Newspapers, radio, TV).
- School participation.
- Interest group participation.
- Use institutional structures.
- Encourage communities to form their own futures groups and incorporate or synthesize their work.
- Issue working papers, report drafts or position papers and solicit the public's response.
- Issue a newsletter that encourages public input.
- Devise a future's game for children and analyze results.

5) Which methods should the Commission pursue?

- Hold regional meetings.
- Involve youth.
- Hold public hearings.
- Encourage communities to form their own future's groups.
- Use the media.
- Piggyback other futures work.
- Issue drafts and get public reaction.
- Publish a newsletter that promotes public input.

During the afternoon the Commission again broke into four groups. Each group was asked to address the following trend/issue questions. Group responses are listed below.

1) List the global issues or trends affecting Maine's long-term future. Determine the three most important.

- Global economy.
- Change in national economies.
- Redistribution of wealth.
- Communication and the increase in communication.
- Technology and the increase in technology.
- Global conflict.
- Decline in raw materials.
- Oil prices.
- Population increases and demographics.
- Water.
- World hunger.
- Global pollution.
- Ozone depletion.
- The green house effect.
- Degradation of our natural resources.
- Interrelationships and interdependency.
- Genetic engineering.

- Potable ocean water.
- Ocean pollution.
- Increased environmental, business and political interrelationships.
- Educational opportunities.
- Morality and ethics.
- Increasing power per person as a result of education and technology.
- Increasing productivity and prosperity.
- Longevity.
- Accelerating change.
- Emerging Third World.
- Geographic discrepancies/variations. (East/West and North/South).

Loosely defined, the three recurring global themes - on which there was general consensus - were: environmental degradation, technological change and economic interdependence.

2) List the national or regional trends affecting Maine's long-term future. Determine the three most important.

- Free trade pact.
- Migration from urban to rural areas.
- Stock market crash.
- Inflation.
- The Federal deficit.
- Sophisticated interest groups.
- Aging population.
- Decline of agriculture.
- Increasing value of amenities.
- Dichotomy of haves and have-nots.
- Interest rate fluctuations.
- Increasing sophistication.
- Change from an manufacturing economy to a service economy.
- Demand for technical sophistication.
- Environmental degradation.
- Growing awareness of the environment.
- Need for better education.
- Changing role of women.
- Declining fertility rate.
- Change in the work force.
- Need for increased worker productivity.
- Need for public sector restructuring.
- Growing alienation and disenfranchisement of the young.
- Aging infrastructure and increasing infrastructure demands.
- Rising health care costs.
- Increasing rate of change.

In broad terms, the three recurring national or regional themes

were: environmental issues, economic issues and demographic issues.

3 List the state of Maine trends or issues affecting Maine's long-term future. Determine the three most important.

- Development pressures.
- Pressures on our environmental or natural resources.
- Need for a more educated, sophisticated or skilled work force.
- Labor and management shortage.
- Preparation for change.
- Increased demands on state and local government.
- Increasing need for collective action.
- Need to reinforce values and respect for the law.
- Quality of life.
- Need for better transportation.
- Aspirations/Expectations.
- Labor force participation.
- Aging population.
- Change.
- Increasing cultural activity.
- Changing values.
- Decline in the work ethic.

There appeared to be a general consensus that 1) quality of life (balancing economic growth with preservation of the environment), 2) demands on state and local governments (infrastructure, growth management, resource demands, etc.) and 3) education (broadly defined as knowledge, skills, values, ethics, etc.) were the three most important trends or issues affecting Maine's long-term future.

4) Identify which trends or issues can be influenced or changed?

- There was agreement that all of these more important trends or issues can be influenced or changed.

5) Identify the four most pressing issues facing Maine people in the next 15 years.

- Transportation.
- Growth management.
- Demands on state and local governments.
- Education.
- Preparation of youth (given changing family structure).
- Preparation for change/the future.
- The international economy.
- The environment.
- Health care (given rising costs and our aging population).

The Commission on Maine's Future
Third Meeting Summary
2/17/88

Presentation Summary

Our morning Futures Panel included Richard Barringer, Visiting Professor at the University of Maine Orono, John Daigle, Chairman of the Casco Northern Bank, Paul Haskell, formerly of the York County United Way, Robert Kautz, Superintendent of the Wells/Ogunquit Community School Department and Mark Sullivan, Executive Director of the Western Mountains Alliance.

Jack Daigle, a founding member of the Visions 2000 group, began the day by putting Portland's past in perspective. For years the Portland area suffered with slow growth. Change was very gradual and the area's private and public planning mechanisms were equipped to deal with slow growth. Consensus was relatively easy; jobs were the region's number one priority. But the 1980's have brought rapid growth and this rapid growth has overwhelmed the region's capacity to manage change. Inadequate capacity has lead to moratoriums, referendums, legal action and confrontation. And it is this confrontation that the Vision 2000 people hope to supplant with a collaborative process, a process that they hope will replace win/lose with win/win. Ideally this process will bring the private sector, the public sector and local communities together and build consensus around local strategies to address economic opportunity, educational excellence, environmental quality, etc. In response to a question regarding condominium development, Mr. Daigle noted that the issue wasn't controlling the developers but rather, building community consensus around some notion of appropriate development. Said Mr. Daigle, "Very few developers can fight a united community."

Dick Barringer explained that the Western Mountains Project's impetus was concern amongst the region's business leaders that there was no regional vision. By polling 110 community leaders and holding regional meetings, the Western Mountains Alliance identified five problem areas: transportation/communication, educational aspirations, ineffective government institutions (the region feels they have been ignored by Augusta), the economic/environmental balance and various social problems (lack of education, poverty, etc.). Mr. Barringer gave the Commission an historical perspective by explaining that originally the region's competitive advantage was an abundance of natural resources and access to cheap hydro power. It is this notion of regional strengths - strengths that the Western Mountains Alliance believes include rich natural resources, a strategic location, a dedicated work force, etc. - that the group hopes to build upon. Noted was the fact that one of the largest barriers to regional action is a lack of regional identity. The area

consists of river valleys that run northwest/southeast and this inhibits southwest/northeast transportation and communication. In short, the Western Mountains Alliance is a mechanism by which the region hopes to promote regional identity and collective action. Mr. Barringer went on to suggest that 1) the Commission had a unique opportunity to help Maine people better understand the issues and options, 2) implicit in our decision to live in Maine was a set of commonly held values (respect for the individual, respect for nature, respect for balance, etc.), and 3) our political system ought to do a better job of encouraging citizen participation.

Mark Sullivan, newly hired Executive Director of the Western Mountains Alliance, believes that one of his initial challenges is broadening Alliance membership. He sees four primary issue areas: the life-long pursuit of education, better transportation, growth management and enhancing ties to Eastern Canada/Quebec. Specifically he hopes the Alliance will: continue to identify regional opportunities/threats, sponsor regional research, help educate the public as to policy options and build public policy consensus. Drawing on his experience in the metropolitan Boston area, Mark suggested that "planners are usually called in after the horse is out of the barn." One of the exciting things about planning in Maine is that "the horse is still in the barn."

Paul Haskell, a founding member of the York County 2000 group, explained that the group's original mandate was to better define quality of life. In 1984 York County began to "wake up" to the fact that the region was growing rapidly and that if the county didn't take control of its destiny York County would soon look like Southern New Hampshire. In October 1985 the first York County 2000 Forum was held; the forum included 150 community leaders. The result of this forum was the establishment of a number of sub committees: education, housing, infrastructure, economic development, etc. Noting that the York County 2000 group was a volunteer effort, Mr. Haskell concluded by saying that the group has started to: build a public/private partnership, identify regional priorities, and educate the public as to the issues. The challenge that the group now faces is converting issue consensus into action plans and this calls into question the group's future role. Is the group to be an educator, an initiator, a problem solver, etc.?

Bob Kautz, also a member of the York County 2000 group and Chairman of the York County 2000 Education Committee, indicated that York County has several concerns: low unemployment but high underemployment, a shrinking middle class, affordable housing, development pressure on "open spaces" or "vistas," public access to recreational areas, inadequate adult education, lack of public transportation, etc. Bob noted that many of the region's elected officials are busy with today's problems and thus, they have very little time to think about the future. He wonders what the

state's universities and State government are doing to support towns and regions. And he wonders whether we haven't outgrown the town meeting. Said another way, he is concerned that citizens don't have access to the "decision makers," that citizens don't have access to the appropriate political forum.

The afternoon Planning Panel included Madge Baker, Executive Director of the Southern Maine Regional Planning Commission, Lanier Greer, Executive Director of the Washington County Regional Planning Commission. Donald Meagher, Director of the Penobscot Valley Council of Governments and Richard Silkman, Director of the State Planning Office.

Madge Baker, also a founding member of the York County 2000 group, indicated that the Southern Maine Regional Planning Commission was founded in 1964 and is dedicated to land use planning. Most of their work is subdivision review or subdivision assistance; the commission has water quality expertise and solid waste expertise and spends a great deal of time working with/training town planners and town planning boards. Ms. Baker noted that the Commission did not have the expertise to become the institution responsible for regional planning and that is why she was instrumental in working to establish the York County 2000 group. As a land use organization, the commission faces several challenges. Funding has been reduced and the commission can't afford to compete for planners. But Ms. Baker suggested she wasn't necessarily looking for dollars but instead, intellectual support for regional planning. Specifically noted was the fact the state hopes to implement a geographical information system (GIS system) and it would be helpful if regions had easy access to this information as this would help to promote regional planning.

Lanier "Nick" Greer indicated that the Washington County Regional Planning Commission was a planning co-op consisting of 37 Washington County towns and that the commission's mission is to provide staff assistance to these towns. Noted was the fact that commission funding has changed over time (from Federal Government 701 money to local and regional sources) and that with this change in funding source has come a change in focus. Mr. Greer suggested that rather than concentrating on town assistance, regional planning commissions might also be empowered to develop comprehensive regional plans. This regional planning process might include working with the Department of Transportation to better address transportation issues, working with the Department of Conservation to better address recreational needs, working with the Maine Housing Authority to better address housing needs, etc. Mr. Greer noted this did not mean strictly regional work as towns need and will continue to need assistance conserving/leveraging their scarce human and financial resources.

Donald Meagher began his remarks by identifying the area that the Penobscot Valley Council of Governments (PVCOG) serves. He too noted that with the change in funding source from the federal government to local governments, the organization has changed its method of operation. The organization no longer provides services for free but instead provides services for a fee. In spite of this, PVCOG has survived and membership has grown. But the organization's focus is now local action rather than regional action and Mr. Meagher sees this change in somewhat negative light. Specifically, federal funding allowed for the collection of regional data and the exploration of regional solutions. For instance, federal funding lead to a regional waste management study that was instrumental in bringing a \$100 million resource recovery system on line. Today, given present funding levels, this sort of regional work isn't possible. Also suggested was that it would be helpful if the University of Maine provided an accredited degree in planning; planners who are trained out of state often lack the necessary knowledge of Maine's unique social and political environment and this can mean costly and time consuming on the job training.

Richard Silkman prefaced his remarks by noting that the State Planning Office (SPO) is not a line agency; the SPO is part of the Executive Department. The office is small (about 30 people) and does little social service delivery. Specifically, the SPO does four things. One, the State Planning Office is not in the planning business. "What we do is policy analysis." Two, the SPO acts as a conduit or catalyst by bringing other agencies together and promoting coordinated state action. Three, the office serves as a "holding area" for ideas or issues that have no other place. (By serving as a holding area, the office hopes to keep these ideas alive). And four, the office does some environmental scanning in an effort to anticipate the future.

During a general discussion that followed these afternoon remarks, several points were made. In the southern or western part of the country there is strong county government. There isn't strong county government in Maine and thus there are a number of regional and somewhat overlapping mechanisms that states like Maine have turned to. Regional action requires various tools and resources: staff, money, data, etc. but many of these regional organizations lack sufficient tools and resources. Mentioned was that State government collects data for its own purposes and collects it in a form that reflects the fact that dissemination of data is not considered a state service. Questions were raised regarding the creation of a department of data or a state wide data network that would allow for local, regional and state data aggregation. It was noted that the Greater Portland Council of Governments has made data collection/ dissemination a paying business.

Work Session Summary

The Commission broke into three groups and each group took about 45 minutes to explore the implications of four trends: 1) Maine's population is aging, 2) birth rates are dropping, 3) household size is declining and 4) Mainers are moving from the more urban and suburban areas to rural areas. Specifically, work groups were asked to brainstorm the implications of these four trends on four issue areas: 1) the economy, 2) transportation and communication, 3) social services and 4) education. Results of the session were as follows:

1) The Economy

- An aging population may mean greater reliance on transfer payments and fixed incomes and this may mean economic stability.
- An older population could lead to greater demand for leisure/retirement services.
- An older population means a more experienced work force but declining birthrates may result in a labor shortage. This could drive up wages.
- Fewer workers per retiree will place greater productivity demands on those who are working.
- An older population may mean that there is more retirement money/time to invest or perhaps more retirement time to volunteer.
- An aging population may result in greater demand for retirement housing and health care facilities.
- Fewer children could mean more disposable income and therefore, a greater demand for leisure products.
- An older population may mean an increased savings rate and greater fiscal conservatism.
- Smaller household size and an older population could mean greater demand for condominiums, multi-family or cluster development.
- Less workers/more retirees may mean greater dependence on the property tax and lesser dependence on the income tax.

2) Transportation/Communication

- Development of areas yet developed as people move to

the more rural areas will result in demand for new roads and new communication links.

- As people disperse and the population ages there could be greater need for public transportation or car pooling.

- A dispersed population and an older population may increase the need for communication and decrease the need for physical transportation.

- A dispersed population could increase the need for regional transportation and regional communication.

3) Social Services

- An aging population will mean a change in the social service mix and a need for retirement and recreational services.

- An older population could increase the demand for in-house services.

- As the remainder of the baby boomers age and start families there is likely to be an increased demand for day care.

- An older population will put greater demands on our health care system.

- There will be increased demand for regional services as the population moves away from metropolitan areas.

4) Education

- Fewer children may mean education expenses will be spread amongst more households and may mean fewer students per teacher.

- An aging population may result in increased training demands for those who will work with the elderly.

- An older population could mean a greater demand for community colleges and adult education and that the average age of our college and university students will continue to increase.

APPENDIX C
MAINE AT A GLANCE

MAINE AT A GLANCE

Demographics

- As of 1986, Maine's total population was 1,173,000. Between 1976 and 1986 Maine's population grew by 8%, less than the nation's growth rate of nearly 11%. In migration accounted for roughly 24,000 or 29% of this 85,000 person increase.

- Counties that grew faster than the state as a whole were:

<u>County</u>	<u>1976 Pop.</u>	<u>1986 Pop.</u>	<u>% Growth</u>
York	132,000	159,000	21%
Sagadahoc	27,000	32,000	19%
Lincoln	24,000	28,000	17%
Franklin	25,000	29,000	16%
Hancock	27,000	30,000	11%
Waldo	40,000	44,000	10%
Cumberland	209,000	228,000	9%
Knox	32,000	35,000	9%.

- Counties that grew slower than the state or counties that experienced a decrease in population were:

<u>County</u>	<u>1976 Pop.</u>	<u>1986 Pop.</u>	<u>% Growth</u>
Somerset	44,000	47,000	7%
Kennebec	106,000	112,000	6%
Piscataquis	17,000	18,000	6%
Androscoggin	97,000	101,000	4%
Oxford	48,000	50,000	4%
Penobscot	134,000	138,000	3%
Washington	34,000	34,000	-
Aroostook	92,000	88,000	-4%.

- Much of the population growth seen in southern Maine can be attributed to the strong economic growth of the "northeast corridor." Much of Maine's midcoast population growth is a result of retirees, many of whom have been vacationing in Maine, becoming year round residents.

- The Maine Department of Human Services projects that in 1995 Maine's population will be 1,1231,000 or approximately 5% greater than today's population.

- 99% of the state is white (generally, residents claim English, French, Irish and/or German ancestries). Most of the remaining 1% is accounted for by Black, Native American and Asian citizens.

- By age group, Maine's population can be characterized accordingly:

<u>Age Group</u>	<u>1976</u>	<u>1986</u>	<u>% Change</u>
Under 18	31%	26%	-16%
18 to 44	37%	41%	11%
45 to 64	20%	19%	-5%
65 and Over	12%	14%	17%.

- The fastest growing segment of Maine's population was the 65 and over segment.

- As of 1986, slightly more than half of Maine's population lived in communities of 2,500 or more. Slightly less than half lived in more rural areas.

- In 1986 there were 439,000 households in Maine, up 23% from 1976's figure of 356,000. This increase is due to a population increase of 8% and more importantly, a decrease in the average household size from 2.96 people to 2.58 people.

- Per the 1980 Census, 71% of Maine's population lives in owner occupied dwellings. Approximately 29% of the population rents housing.

- As of 1980, there were about 156,000 Maine families with children. About 25,000 or 16% were headed by a single parent. About 22,000 or 1 family in 7 was headed by a single woman.

- Per the 1980 Census, 13% of Maine's population was living below the poverty level, approximately 20% was living near or below the poverty level and 40% were living a low standard of living. Poverty, by county, varied significantly.

<u>County</u>	<u>Poverty Rate</u>
Washington	21.6%
Waldo	20.0%
Lincoln	16.7%
Somerset	16.3%
Aroostook	16.2%
Hancock	14.6%
Knox	14.4%
Piscataquis	14.1%
Penobscot	13.0%
Franklin	12.8%
Oxford	12.7%
Androscoggin	12.6%
Kennebec	11.8%
Sagadahoc	11.2%
Cumberland	10.5%
York	9.8%.

- The Maine poor are most likely to be less well educated, women, under 18, over 65, single parent families and/or rural

residents. Many, if not most, are likely to be employed but many of those employed are underemployed or are employed on a part-time basis.

- Nearly half of all Maine women work outside the home. Median female income is approximately 55% that of median male income. This disparity in income can be attributed to: a greater incidence of part-time work for females, a higher proportion of women in low-wage occupations or industries, shorter career ladders for females and sometimes, less pay for females in the same jobs.
- Per the 1980 Census, 69.1% of the state's residents (over the age of 25), are high school graduates. That is 2.6 percentage points higher than the national figure. However, the percent of Maine's population with four or more years of college is 14.4% or nearly 2 percentage points lower than the national average of 16.2%
- According to the Diocese of Portland (1980 report), 47% of Maine's population belongs to a church or synagogue (versus 60% of the nation). 24.5% of the population is Catholic (versus 21% of the nation). The Baptist Church, the United Methodist Church, the United Church of Christ and the Episcopalian Church are the other Maine churches with the greatest membership.
- Though difficult to document, Mainers appear less likely to join fraternal and other social organizations. Said another way, Mainers appear to take great pride in their individualism.
- In 1984 Maine had approximately 800,000 voters. 42% were Independents. 31% were Democrats and 27% were Republicans.
- Per a soon to be released Northeast Research poll, Maine residents in the state's northern and eastern regions are most likely to consider economic development Maine's most pressing issue. Residents of Maine's southern and midcoast regions are most likely to consider environmental issues the most pressing.
- For the state as a whole, economic development, growth management, the environment, education and child care appear to be the issues of greatest concern.

The Economy

- In 1986 Maine's per capita income was approximately \$12,700. While Maine's per capita income was less than New England's (\$16,900) and the nation's (\$14,400), the state's per capita income has been growing faster than the nation's. Between the years 1980 and 1986, Maine's per capita income grew by 55% while the nation's grew by 46%.

- Maine's unemployment rate has fallen from 9% in 1983 to less than 4% today. This compares favorably to the nation's unemployment rate of nearly 6%.
- Total Maine employment has grown from 492,761 in 1976 to 618,948 in 1987. This represents an increase of 26%.
- Nearly 90% of this employment increase is due to the growth of Maine's service economy.
- Today, approximately 6 out of every 10 jobs is a service sector job. Slightly less than 2 out of 10 is a manufacturing job and slightly more than 2 out of 10 is a government, agricultural, fisheries or other job.
- While Maine's more traditional fisheries, agricultural, and forestry sectors - the natural resource industries of Maine - are a very important part of many local economies, they account for less than 15% of all Maine jobs.
- In billions of 1977 dollars, Maine output by major economic sector has grown accordingly:

<u>Sector</u>	<u>1976</u>	<u>1987</u>	<u>% Growth</u>
Durables	1.96	3.09	58%
Non Durables	3.96	4.20	6%
Total Mfg.	<u>5.92</u>	<u>7.29</u>	<u>23%</u>
Construction	0.82	1.04	27%
Trans. & Pub. Util.	1.20	1.53	28%
Fin., Ins. & Real Est.	0.96	1.77	84%
Retail Trade	1.25	1.78	42%
Wholesale Trade	0.75	0.98	31%
Other Services	<u>1.74</u>	<u>2.60</u>	<u>49%</u>
Total Services	<u>6.72</u>	<u>9.70</u>	<u>44%</u>

- There are approximately 30,000 business establishments in Maine. About 90% employ 20 or less. Only about 2% employ 100 or more.

Geography

- Maine consists of 21.3 million acres. Maine is almost the size of the rest of New England combined.
- Approximately 85% of the state is forested. About 60% of this forested land is covered with softwoods and 40% is covered with hardwoods. According to the Maine Forest Service, nine pulp/paper/timber companies own and/or manage 8,652,000 acres. This is approximately 40% of the state.

- Open land constitutes only about 8% of the state's land base. Only about 3% of the state's land is presently used for crop production. This is down significantly from the late nineteenth century when approximately 20% of the state's land was open and suitable for farming.
- Maine's rivers and streams total 32,000 miles in length. There are close to 6,000 Maine lakes and ponds.
- Depending upon how coastline is defined, the Maine coast is between 2,500 and 4,260 miles in length. Maine has only about 60 miles of beach front. The coast's rocky or rugged character is due to the fact that, geologically speaking, our coastline is very young.
- The gulf of Maine is a body of water 70% enclosed by New England and Canadian land masses. It is a 36,000 square mile basin or "sea within a sea" that extends to the Georges Bank.
- Maine has approximately 3000 coastal islands.

TFB

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APPENDIX D

CHANGING HOUSEHOLD AND FAMILY ORGANIZATION

CHANGING HOUSEHOLD AND FAMILY ORGANIZATION IN THE UNITED STATES

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MAINE STATE PLANNING OFFICE

This paper summarizes recent theory and research on family and household organization discussed at a census workshop October 1 and 2, 1987 at the University of Wisconsin Applied Population Laboratory.

The paper begins with an overview. Following the overview, I note the implications I see for State, county and local governments. After that, I outline the specific trends and changes discussed at the Applied Population Laboratory.

Although Maine's numerical rates and proportions differ somewhat from those cited for the nation, I think the overall trends and tendencies described are as true of Maine as they are of the nation.

Time magazine's cover story for October 12, 1987, "Back Up, Buddy", focuses upon some of these same issues. You may want to read that as well.

OVERVIEW

The demographic transition associated with the industrial revolution is continuing, not just in the United States, but in all industrial societies.

This transition can be characterized as a devaluation of children, family roles and relations. Thus, marriage and fertility rates are falling and the rate of marital breakup increasing in all industrial societies. As a consequence of these changes, the proportion of the individual's life spent in family living is declining. In the United States, over the last two decades, it has fallen twenty per cent.

This devaluation occurs, on the one hand, because women are dissatisfied with the traditional marriage contract and because the social and economic changes associated with the industrial revolution offer alternatives to that contract. Employment outside the home has afforded women livelihoods independent of the family; while motherhood has become an optional role and the cultural acceptance of cohabitation has divorced sex from marriage.

The devaluation occurs, on the other hand, because men find the new forms of marriage demanded by women not as much to their advantage as the older forms while the same sexual revolution which has freed women from family life also offers men alternatives to marriage and family life.

The growing acceptance of alternatives to lifetime marriage makes marriage a more precarious venture. Hence, those who do marry confront an increased probability of marital breakup. Such breakups, when they occur, raise the cost of children to both parents. Both men and women, therefore, are adapting to increased risk of marital breakup by choosing to have fewer children. But this, in turn, makes it easier for marriage partners to dissolve marriages in favor of alternative life styles.

Clearly, at some point in the future, the rate of demographic change will have to slow and family and household organization stabilize. But it is not obvious, now, when that will occur. And before it does, there is likely to be a substantial renegotiation of the marriage contract and the terms of collaboration between men and women. In the meantime, we must be wary of interpreting short-term fluctuations such as the baby boom following World War Two or changes in individual symptoms such as the divorce rate as signalling the end of the demographic transition.

IMPLICATIONS FOR STATE, COUNTY AND LOCAL GOVERNMENTS

COMMUNITY GROWTH: The rapid home building boom of recent years will continue. The increasing age at first marriage, with more persons living alone for a time after leaving their parents' homes; the aging of the population, with more widows and widowers living alone; and the increasing rate of marital dissolution will all create a growing demand for new housing which will exceed the growth of population. In Maine, over the past quarter century, for example, the number of households (occupied, year-round homes) has grown two and a half times faster than population. And this differential shows no sign of abating; the number of homes has continued over the last five years to increase two and a half times faster than population. This rapidly growing demand for more housing will continue to drive up land prices, create environmental problems and increase traffic and congestion on streets and roads.

ENERGY: The projected rapid growth in households discussed in the preceding paragraph will cause the demand for electricity, home heating oil and gasoline to increase faster than the population. This is because of the loss of economies of scale when households decline in size and fewer persons share lights, heat

and transportation.

EDUCATION: The recent increase in school enrollments is temporary. The reason for the increase has been the large number of women in the childbearing years who were born during the baby boom following World War Two. Age specific birth rates fall sharply after age thirty-five and, by 1997, all the women born during the baby boom will have passed that age. The next decline in births and school enrollments will be especially sharp. This is because there are both fewer women to bear children in the cohorts following the baby boom generation and because the fertility rate of the next generation will be lower than that of the baby boom generation.

LABOR FORCE: Declining fertility means each successive birth cohort will be smaller than the one before and, hence, will supply fewer potential new entrants to the labor force. At the same time, declining family migration will reduce labor force mobility. This decrease in family migration reflects the growing number of two earner families and the difficulties they encounter in ensuring that neither husbands' nor wives' employment and earnings suffer from a move. Countervailing tendencies are also at work. Increasing average age at marriage, declining marriage and fertility rates and increasing rates of marital breakup will all increase labor force participation and labor mobility. How these opposed tendencies will balance out is not known.

INCOMES: As with the labor force, there are countervailing trends affecting incomes. The growing number of wives employed outside the home will increase the incomes of married couple families. But the growing proportion of households composed of single persons and families headed by unmarried parents will, on the other hand, increase the number of households with one or even no earner. The net effect of these countervailing trends will be to increase income differences among households. The increasing rate of marital breakup and the increasing proportion of births to unmarried mothers will lead to an increased poverty rate since single mothers are most likely to suffer poverty.

WELFARE: The increasing rate of marital breakup and the increasing proportion of births to unmarried mothers will increase the number of families needing AFDC (Aid to Families with Dependent Children). Declining fertility, however, will mean a smaller average number of children per AFDC case and, hence, a smaller cost per case.

SPECIFIC ASPECTS OF FAMILY AND HOUSEHOLD ORGANIZATION

MARRIAGE

The average age at marriage is increasing. So is the proportion of the population, at every age, who have never married. At today's marriage rates, for example, one woman in seven in the United States will never marry. If, as appears likely, marriage rates decline still further, the proportion never marrying will increase substantially beyond the one in seven implied by today's marriage rates.

As the marriage rate has declined, the number of couples cohabiting has increased. Over the last two decades, it has increased threefold in the United States so that, today, one unmarried woman in eight is cohabiting with a man. This, however, fails to convey the extent of cohabitation. For although only one in eight is cohabiting at any one time, over three eighths of unmarried women have done so at some time in their lives.

Men tend to marry women younger than themselves. But, when fertility rates decline, as they have throughout the industrial world, men find there is a shortage of younger women. This is because each successive birth cohort is smaller than the ones preceding it and, hence, has fewer women. This shortage of women of "marriagable age" puts additional downward pressure on marriage and fertility rates to the extent that men are unwilling to modify their expectations and marry older women.

As noted above in the "Overview", women are dissatisfied with the traditional marriage contract. Younger women are more dissatisfied than older women, demanding a more radical redistribution of marital rights and responsibilities. The shortage of young women available for marriage with older men gives these women increased bargaining power for negotiating new forms of family organization. But, although young men are more willing than older men to adopt new marriage styles, they are still unready to accept the sorts of radical changes envisioned by young women today. This confrontation is likely, therefore, to result in fewer men marrying and further declines in marriage and fertility rates.

FERTILITY

For the last decade, the fertility rate in the United States has remained below that required to replace the population. Many observers believe this can not continue for long and that the fertility rate must move upward again fairly soon. But the fertility rate of almost every other industrial society is also be-

low the replacement rate and, in many societies, is substantially lower than the U.S. rate. Hence, there appears to be no a priori reason why the United States' fertility rate must move upward to the replacement rate any time soon.

Research has failed to identify any one, predominant reason for the decline in fertility. Rather, it appears to be the resultant of many, interrelated factors operating simultaneously.

One factor is the greater efficiency in fertility control which has been attained in the course of the industrial revolution. Another is the ready availability of abortions. One third of all pregnancies end in abortion (one tenth among married women). Still another is the declining marriage rate and increasing age at marriage. Closely related to the last, is the increase in the marginal costs of family life and children which comes about because industrial societies provide individuals a greater choice of life styles and more varied opportunities for the investment of time, effort and income. Increasing employment opportunities outside the home for women are particularly important in increasing the marginal costs of children and reducing fertility. Another factor is the growth in real income in industrial societies. For, as income increases, fertility decreases. The process is analogous to that which occurs when rising incomes encourage consumers to trade up. In the case of children, families choose, as income rises, to invest more in each child and to have fewer children. The rising rate of marital breakup also reduces fertility as married couples avoid having children because of the risk of future divorce or separation.

DIVORCE AND SEPARATION

After rising rapidly for a decade, the divorce rate in the United States has levelled off over the past two years. The marital separation rate, however, has continued to rise. Hence, when divorces and separations are combined into a single index of marital dissolution, it turns out that the overall rate of marital breakup is not levelling off, but continuing to rise. Indeed, the levelling off of the divorce rate appears to result from a shift by couples from divorce to separation as the preferred way to end marriages.

At today's dissolution rate, two thirds of all first marriages will end in divorce or separation within thirty years. As a result, half of all children will live for some time in a single parent family, spending an average of six years with one parent. Only a small minority of persons will grow up in a stable family and themselves have a stable marriage.

Most divorces and separations occur within the first five years of marriage and the longer the duration of the marriages, the lower the rate of dissolution. Most of the cohort born in the baby boom following World War Two will shortly have passed the five year mark in their marriages. Hence, their rate of marital breakup ought to begin to decline. Since this cohort is large and the succeeding cohorts are smaller, the overall frequency of divorces and separations ought to begin to decline in the United States.

Another factor which ought to help reduce the rate of marital breakup is the increasing average age at first marriage. Teenage marriages are those most likely to end in divorce or separation. So the increasing age at first marriage ought to reduce future divorce and separation rates.

EFFECTS OF GROWING UP IN A SINGLE PARENT OR STEP FAMILY

Interesting investigations are being conducted into the effects upon marital choices, fertility and life styles of growing up in a single parent family or step family. This research is important because of the large numbers of children who live today in single parent households or in families with a step parent. One fifth of all births in 1985 were to unmarried mothers. One quarter of all families with children were headed by a single parent. And one fifth of all families include step children.

Persons who grow up in single parent families are more likely to become single parents than persons who grew up in two parent families. However, young women who grew up in single parent families plan to have fewer children than young women who grew up in two parent families.

Women whose mothers worked outside the home are more likely than other women to work outside the home when they become mothers. And women who grew up in single parent families more often expect to continue working into middle age than do women who grew up in two parent families.

Step children more often than other children expect to leave the parental home early to live in a non-family setting. Children in single parent families do not expect to leave home early, but they do expect to marry later than children from two parent families and plan more often to live in a non-family setting before marriage. These differences are important because the intentions of step children and the children of single parents to marry later and to live first in non-family settings will have the effect of reducing both fertility and the frequency of marital breakup. They also affect the expectations which women bring

to marriage. For, women who grow up in single parent families more often expect to live independently in a non-family setting before marriage and women who live independently before marriage demand a more equitable allocation of marital rights and responsibilities than do women who go directly from their parents' home to marriage.

The allocation of household tasks in single parent families is different than that in two parent families and affects the marital attitudes and expectations of children. One would expect mothers employed outside the home to ask children to help more with household tasks than do mothers who are not employed outside the home. But, this is not so. Mothers who work outside the home ask their children to help no more often than mothers who do not work outside the home. Single parents, however, do ask more help from children than do married couples. And children's tasks are less often differentiated by sex in single parent families than they are in married couple families. Because of these differences, women who grew up in single parent families demand more help from children, whatever the women's current marital and employment status, and men who grew up in one parent families help more with housework after marriage than men who grew up in two parent families.

FAMILY MIGRATION AND WIVES' EMPLOYMENT AND EARNINGS

Investigations of the relation between family migration and wives' employment and earnings have uncovered three important facts.

First, when wives are employed outside the home, families become less geographically mobile. They make fewer long-distance moves than families whose wives do not work outside the home. The fewer long-distance moves by families with wives working outside the home presumably reflects the difficulty of ensuring that neither the husband's nor the wife's employment and earnings will suffer from the move. (Families whose wives work outside the home do make more frequent short moves, probably because their higher incomes allow them to move to more expensive housing and better neighborhoods in the same general area.)

Second, when families with working wives do make long-distance moves, the wives' employment and earnings usually suffer. After such moves, wives have lower labor force participation rates, higher unemployment rates and lower average earnings than before the moves. Husbands' earnings and employment rates, on the other hand, usually improve after long-distance moves and the family income usually increases.

Third, even when wives are the principal earners in their families, long-distance moves usually benefit the husband and the earnings and employment of the wives suffer. Thus, the wives who are penalized most by family migration are those with the strongest attachment to the labor force, the highest status jobs and the largest earnings.

APPENDIX E

FUTURE SCAN

Future Scan is a mechanism by which the Commission on Maine's Future hopes to document and ultimately, better understand the international, national and state trends that are shaping Maine's future. What follows is a sampling of a few Future Scan fact sheets.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Environment

SUB-TOPIC(S): Waste

Government

FACT(S) FROM SCANNED SOURCE:

"Maine's first modern trash-burning incinerator, Maine Energy Recovery Co. plant in Biddeford, went on line early this winter, burning the trash from a score of York and Cumberland County communities. But in their enthusiasm for the new technology, most cities and towns overlooked a hard truth: Some wastes don't burn. And even some wastes that burn are too cumbersome or too polluting for the new waste-to-energy machines. As landfills are closed down . . . these unacceptable wastes increasingly are being dumped illegally along southern Maine roadsides."

Mentioned was Southern Maine Regional Planning Commission's attempt to work with 16 York County communities in an effort to devise a regional solution to the problem. Towns are being asked to appropriate \$15,000 each to fund preliminary engineering and development work. But many of these towns - short of financial resources - can't commit the necessary funds.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

In the long-run, it probably costs Maine far less to devise proper waste disposal systems than it does to clean-up waste that has been improperly disposed.

STRATEGIC QUESTION(S):

Do Maine's towns and regions have the dollars they need to protect their respective environments?

SOURCE: Cummings, Bob. "Incinerator fails to end trash woes."

Maine Sunday Telegram, 3/20/88, p. 1A & 32A.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/24/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Economy

SUB-TOPIC(S): Employment

Education

FACT(S) FROM SCANNED SOURCE:

As recently as 1900, 70% of our nation's population was engaged in agriculture. By 1980 this figure had fallen to 4% and by the year 2000 it is projected to be 2.3%.

A similar trend in manufacturing has already begun. In 1980, 26.3% of all American workers were employed in manufacturing. By the year 2000, less than 10% will work in factories. (Increasing automation and advances in robotics are expected to account for much of this decline).

And this means that approximately 88% of the nation's work force will be working in service or information jobs.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

Education, training, retraining and economic development implications.

STRATEGIC QUESTION(S):

SOURCE: Cetron, Marvin. "Technology Will Shape the Way We Live."

State Government, November/December 1986, p. 128-9.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/22/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): Demography SUB-TOPIC(S): _____
The Economy _____
The Environment _____

FACT(S) FROM SCANNED SOURCE:

"The very nature of the jobs created by high technology will also change the fundamental demographic and economic patterns of our society. The original reasons for large cities - access to water, transportation and markets - will no longer be relevant for the majority of the work force. With nearly half of the population engaged in the collection and processing of information (and half of that group doing it at home), where people work will no longer be important. We will therefore see an increase scattering of the general population, as people attempt to escape the hassles associated with urban living."

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

The economic development that the airplane, the automobile and the interstate highway system brought to Maine is - as a result of technology - likely to continue.

And increased development is likely to compound all those problems - environmental degradation, waste management, congested roads, etc. - associated with growth.

STRATEGIC QUESTION(S):

With what tools/resources might we empower Maine's towns and regions so that they can manage continued economic growth?

SOURCE: Cetron, Marvin. "Technology Will Shape the Way We Live."
State Government, November/December 1986, p. 149.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/22/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Economy

SUB-TOPIC(S): Boat Building

Education

Diversification

Innovation

FACT(S) FROM SCANNED SOURCE:

"New England boat builders are diversifying, making sculptures and ornaments. . . And people interested in art and architecture say they are engaging the boat builders because few other crafts workers have the skills and the tools to form shapes that can be complex and enormous."

Foreign Competition Cited - "Custom builders have been strongly affected by the world economy. As the value of the dollar rose, the jobs went to Europe and New Zealand, where the exchange [rate] is more favorable, and to Hong Kong and Taiwan, where labor is cheap."

One of the boat builders profiled was Paul E. Luke, Inc. (a yacht builder of 50 years), of East Boothbay, ME. Luke has built part of a garden sculpture for the city of Minneapolis.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

Innovation and diversification have helped to keep a traditional Maine industry - boat building - healthy.

STRATEGIC QUESTION(S):

How do we promote innovation?

SOURCE(S): Diesenhouse, Susan. "As Sales Drop, Builders of Boats
Turn to Artworks." New York Times, Sunday, March 20, 1988, 44.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 1/21/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Economy SUB-TOPIC(S): Competitiveness
Education

FACT(S) FROM SCANNED SOURCE:

Approximately 13% of all American adults are functionally illiterate - they can't read and write at the fifth grade level. By the same measure, 0.5% of all Japanese adults are functionally illiterate.

Our school year runs 180 days. Japan's is 240 days and Korea's 250 days.

Every high school in Japan requires calculus to graduate. In the United States 1 out of 3 schools teaches it, and only 1 out of 10 students in those schools takes it.

Our nation's dropout rate is 28%. Germany's is 8%.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

At one time the United States had the best educated and therefore, the ablest workforce in the world. This is no longer the case and as a result we are suffering the economic consequences - plant closings, unemployment, a declining standard of living, etc.

STRATEGIC QUESTION(S):

How might we better educate/train our workforce?

SOURCE(S): Thurow, Lester C. "The Zero-Sum Solution." Public
Management, December 1987, 12-19.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/21/88.

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FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Economy

SUB-TOPIC(S): Poverty

Education

Wealth

FACT(S) FROM SCANNED SOURCE:

"Every advance in the complexity of the economy puts an added premium upon superior ability, and intensifies the concentration of wealth, responsibility, and political power," or so write Will and Ariel Durant in their book, The Lessons of History.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

Using the same logic, one might argue that every advance in the complexity of the economy puts an added premium upon superior education, and intensifies the concentration of wealth, responsibility, and political power in so much as a portion of a nation's or a state's youth receive an inferior education!

There is no doubt that the technical revolution now underway continues to add to our economy's complexity. And this suggests that we will have to redouble our educational efforts if we wish to remain a society of equal opportunity.

STRATEGIC QUESTION(S):

How do we insure that all Maine youth receive a superior education so as to avoid widening the rift between the "haves" and "have-nots"?

SOURCE(S): Durant, Will and Ariel. The Lessons of History. New York: Simon and Schuster, 1968, p. 77.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/22/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Economy SUB-TOPIC(S): _____
Education _____

FACT(S) FROM SCANNED SOURCE:

EDUCATION LEVELS (persons 25 years and over)			
Years of School Completed	METRO % Completing	NONMETRO % Completing	% Difference
1980:			
12 years or more	68.9	58.6	10.3
16 years or more	17.9	10.9	7.0
1970:			
12 years or more	55.0	44.8	10.2
16 years or more	11.8	7.3	4.5
1960:			
12 years or more	43.5	34.4	9.1
16 years or more	8.6	5.3	3.3

Source: *State & Metropolitan Area Data Book 1979, 1986*. U.S.
Department of Commerce, Bureau of Census.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

The above suggests that there is a growing disparity between the education levels of the nation's metropolitan population and the nation's rural population. And if our economy is increasingly a knowledge or information economy, this suggests that the nation's rural areas (and predominantly rural states such as Maine), are at a competitive disadvantage.

STRATEGIC QUESTION(S):

How might we better educate our rural population?

SOURCE: Redwood, Anthony. "Job Creation in Nonmetropolitan
Communities." State Government, January/February 1988, p. 11.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/22/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): Government

SUB-TOPIC(S): Management

FACT(S) FROM SCANNED SOURCE:

According to Stuart Eizenstat (Executive Director of the Carter administration's domestic policy staff), the most significant challenge facing the states these next 10 years is adjusting to the "New Federalism." Mr. Eizenstat expects states will be forced to take on greater governmental responsibility and yet, they will receive less federal assistance.

As a result, "All states will have to develop more efficient and innovative administrative structures . . . and enhance their abilities to handle the interest group pressures which will crop up at the state level as the federal social role is shifted."

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

STRATEGIC QUESTION(S):

How might Maine state and local government be made more efficient and innovative?

SOURCE: Eizenstat, Stuart E. "The Challenge of the States."

State Government, November/December 1986, p. 158-9.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/22/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Environment

SUB-TOPIC(S): Innovation

Government

FACT(S) FROM SCANNED SOURCE:

Many of the State's towns and counties, overwhelmed by the pace of change, have responded with innovation. Regional futures groups, grass roots organizations that are largely privately funded, have been established in York County (the York County 2000 group), the greater Portland area (the Vision 2000 group), and Western Maine (the Western Mountains Alliance). Recognizing that growth management is more than land use regulation, these groups are tackling a variety of issues: taxation, waste disposal, infrastructure, recreation, preservation of a region's character, etc.

In short, these futures groups hope to bring business, government, academic and community people together so as to minimize confrontation and more quickly provide for the solutions to a growing number of regional and local problems.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

This development is extremely encouraging. It suggest that both citizen initiative and self government are alive and well here in Maine.

STRATEGIC QUESTION(S):

How might we empower regional futures groups?

Would matching state funds or the opportunity for these groups to regularly address State officials be a start?

SOURCE: The Third Commission on Maine's Future Meeting, 2/17/88.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/24/88.

FUTURE SCAN

International/National/State Events And Trends With Implications For Maine's Future

TOPIC(S): The Economy

SUB-TOPIC(S): Agriculture

Innovation

FACT(S) FROM SCANNED SOURCE:

ABC News reports that by the year 2000 agriculture will have undergone "radical change."

Noted was: the food Walt Disney's Epcot Center is growing on assembly lines; Rutgers University's efforts to grow the equivalent of an acres worth of tomato cells in a few laboratory flasks (the tomato cells to be used for tomato paste, catsup, etc.); research underway at ? to produce a plant with roots similar to a potato, seeds similar to beans and seed pods similar to lettuce; hydroponic agriculture; fish farms that produce fish with the mild taste Americans prefer; medicinal foods under development by the pharmaceutical industry; and genetically engineered cows that mature more quickly and have fewer fat cells.

STATEMENT(S) OF IMPLICATION(S) FOR MAINE:

Saving the Maine farm is going to take more than restricting Canadian imports or increasing land use regulation! Saving this traditional Maine industry may well require a significant investment in agricultural/genetics research.

STRATEGIC QUESTION(S):

Are we making this investment?

SOURCE: The ABC Evening News with Peter Jennings. 3/21/88.

SUBMITTED BY: TFB, State Planning Office, 289-3261, 3/22/88.

APPENDIX F
PREPARING MAINE FOR THE 21st CENTURY

PREPARING MAINE FOR THE 21ST CENTURY

In 1983, Steve Sherman wrote a book entitled Basic Yankee, a collection of stories about various individuals that are fine examples of good Yankee stock. As one might guess the book is full of examples of those things we've come to expect from all such folk: an emphasis on tradition, a fierce independence or self-reliance and a love of place.

While many of the "yankees" profiled in Basic Yankee were residents of New Hampshire, Vermont or Western Massachusetts, collectively they epitomized what many of us have come to love about Maine and Mainers. How will this Maine and these Mainers fare as we approach the year 2000?

No one can predict the future, but with some degree of certainty it's safe to assume that the future will bring change, a more interdependent world and an increasingly global and increasingly competitive economy. What do these trends mean for Maine?

For one, we might conclude that the future will require that we strike a new balance between an emphasis on tradition and another fine yankee trait - - ingenuity! In a rapidly changing world and an increasingly competitive world we will have to innovate if we are to prosper. "We've always done it that way," will not be justification for doing things as they've been done in the past. In fact, a commitment to a lifetime of productive work will likely require that we commit ourselves to lifelong learning, innovation and adaptation.

Second, our independence must be tempered by the understanding that in a world that is increasingly one - in a world where technology has tied individual to individual, community to community and country to country - cooperation will take on ever greater importance. Said another way, our individual welfare will be increasingly dependent on the greater welfare: community welfare, county welfare, state welfare, etc. We will succeed individually only if we succeed collectively and therefore, we must recognize the need for good old-fashioned teamwork.

And finally, change threatens the Maine we love. Thus, our love of place - our appreciation for our natural history and heritage - becomes increasingly important for it is through this love of place that we will commit ourselves to preserving those things that make Maine unique. But this love of place must not blind us with provincialism. We must not think of Maine as "the be all and end all" or "the end of the line." In fact, in our increasingly global world Maine is right in the middle of everything! And it is just such a "global view" we need if we

are to take full advantage of the opportunities the future provides us.

Is Maine ready for the 21st Century? How might we foster a commitment to lifelong learning, innovation, adaptation and cooperation? How might we better instill a love of place - a pride in our natural history and heritage - but at the same time make sure that Maine thinks not provincially but globally?

Todd Bachelder
2/2/88

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